



London Borough of Enfield

Report Title	Pupil Places Update and Financial Impact on Schools
Report to	CYP&E Scrutiny committee Date 11/03/2024
Date of Meeting	11 March 2024
Cabinet Member	Cllr Abdul Abdullahi Lead Member for Children's Services
Executive Director / Director	Tony Theodoulou Executive Director of People
Report Author	Neil Best
Ward(s) affected	
Classification	<u>Part 1 Public</u> <u>Part 2 Private</u> Appendix 1 - Individual Primary School occupancy rates Appendix 2:- Individual Secondary School occupancy rates
Reason for exemption	By virtue of paragraph(s) marked below with * of Part 1 of Schedule 12A of the Local Government Act 1972: Information within these appendices relate to the financial or business affairs of each school . Public release of this information may impact the perception of these school and could negatively affect future admissions.

Purpose of Report

1. This report provides a review of the position with regard to pupil places and in the borough and the financial impact on schools of falling roles.

Main Considerations for the Panel

1. The Borough needs to ensure appropriate education infrastructure is in place to allow for the growth or contraction of the population.
2. Managing the school estate and available school places at a time of a decline in school population.
3. Supporting schools in financial difficulty due to falling school rolls and other financial pressures.

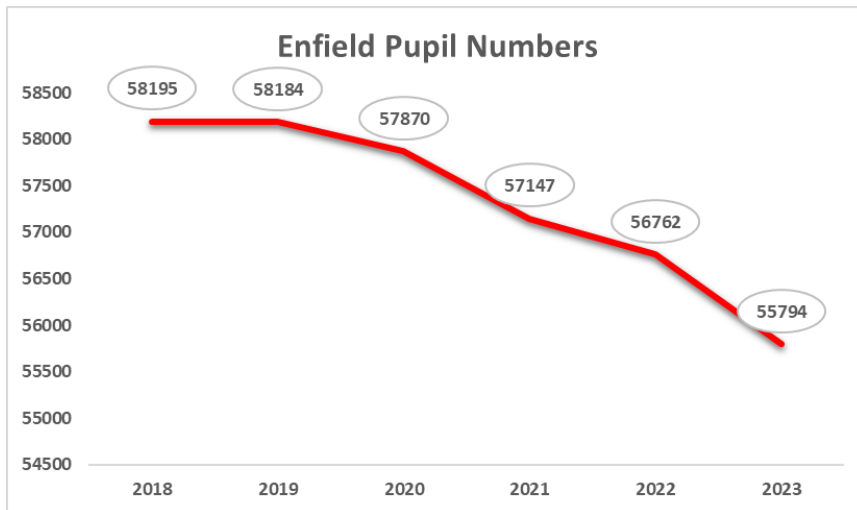
Background

London Regional Context

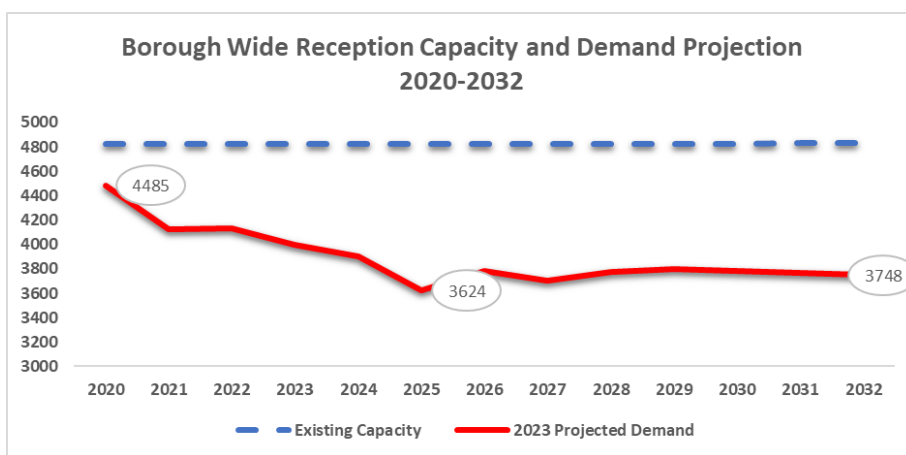
4. The 2004 enlargement of the European Union to include the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Slovakia, and Slovenia, collectively known as the EU8 and the accession of Bulgaria and Romania (EU2) in 2007, with their subsequent ending of restrictions to free movement and access to public funds in 2011 and 2017 respectively significantly increased the population of Enfield.
5. The resulting population increases, coupled with a rise in live births, exerted a lot of pressure on school capacities due to an increase in pupil numbers, this caused the creation of new extra school places, by building new schools, creating bulge classes and general PAN (Pupil Admission Number) increases.
6. The population increases peaked in 2018, correlating directly with pupil numbers. A combination of outward migration from London, low live births, Brexit and Covid 19 has since significantly impacted both the general population and pupil numbers, resulting in greater surplus places in reception and schools generally.

Local Context

7. There is a decline in live births due to outward migration and an aging population which has resulted in a growing number of school vacancies. This is not unique to Enfield as many other London boroughs are also experiencing a decline in school population.
8. Enfield has seen a higher proportion of London wide decrease in births and population outward migration than other London Boroughs which has had a knock-on impact on school rolls. The graph below shows the year-on-year decrease from 2018-2023, representing a net decrease of 4%.



Graph 1: Enfield School Census (Pupil Numbers)



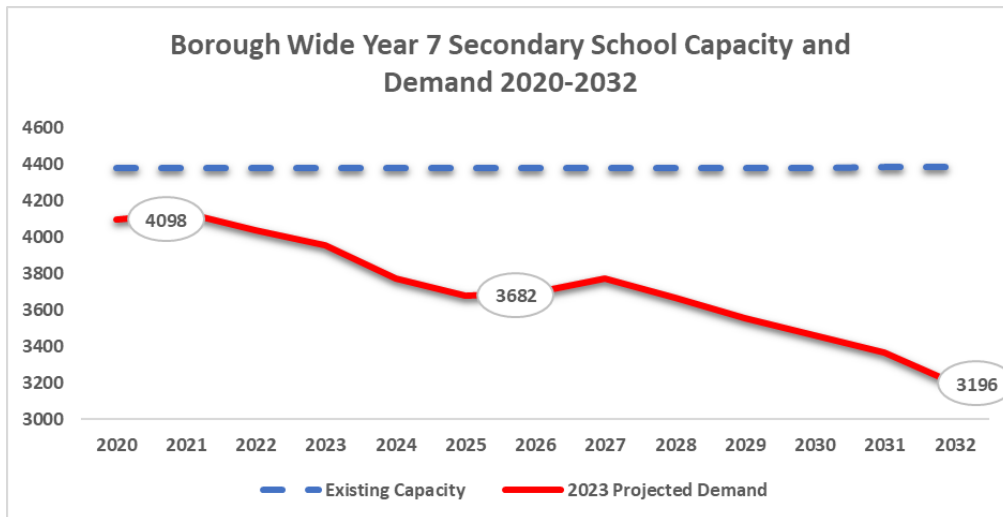
Graph 2: GLA Primary School Demand Projections

9. There has been a year-on-year decrease from 2018-2023, representing a net decrease of 4% (2401). Equating to 80 forms of entry. The net effect is that Reception Year group has decreased year on year from 4292 in October 2018 to circa 3800 in October 2023, meaning that the overall school population is shrinking.
10. Currently there is an over provision in primary school reception of over 600 places (agreed PANs) or 17% of the total available places, which has impacted on less popular schools (parental choice).
11. Table 1 below shows the year-on-year changes between primary school classes, highlighting significant decreases in Reception, Years 1, 2, 5 and 6.

Year on Year Variance Oct 22 -Oct 23 (Primary School)										
School Phase	N1	N2	R	1	2	3	4	5	6	Total
All-Through School	2	25	90	-88	2	38	-2	2	0	69
Primary School	-16	84	-312	-28	-214	71	87	-102	-185	-615
Grand Total	-14	109	-222	-116	-212	109	85	-100	-185	-546

Table 1: Primary School Year on Year Movement by Class (October 22-October 23)

12. The East of the borough (East of the A10) is experiencing highest levels of falling school rolls. Graph 2 above shows a year-on-year decrease for the foreseeable future. Borough wide reception numbers is projected to drop to 861 pupils from 2020-2025, representing about 29 classes or 18% of the total reception capacity.
13. Projections show a continual decline until 2025 reducing pupil number to 3624. 1,176 below the currently available places.



Graph 3: GLA Secondary School Demand Projections

14. Boroughwide Year 7 numbers is projected to reduce by 416 pupils from 2020-2025.
15. Graph 3 above, shows a year-on-year decrease for the foreseeable following the decline in Primary school rolls. Borough wide Year 7 numbers is projected to reduce by 416 pupils from 2020-2025, representing about 10 classes or 9% of capacity.
16. Table 2 above shows the year-on-year changes between secondary school classes, highlighting minimal changes, however there will be an impact of falling roll numbers in the future.

Year on Year Variance Oct 22 -Oct 23 (Secondary School)								
School Phase	7	8	9	10	11	12	13	Total
All-Through School	5	25	10	-11	-4	-58	16	-17
Secondary School	2	-90	76	-8	82	0	50	112
Grand Total	7	-65	86	-19	78	-58	66	95

Table 2: Secondary School Year on Year Movement by Class (October 22 – October 23)

Current Admissions Information

17. For the 2023 Starting School transition (Reception) we had 9259 overall preferences, for September 24 we currently had 9237. In 2023, 3399 1st preference were made, in 2024 it was 3376. Virtually identical.
18. However, the number of applications from other boroughs has declined. In 2023, Enfield had 363 applications with 467 preferences selected. For 2024 we have 350 applications with 450 preferences.
19. For the secondary transition, in 2023 the number of overall preferences were 13569 and for 2024 it was 13200 that is a 2.8% drop. For 1st preferences in 2023 we had 3625 and for 2024 it went to 3564, that is 1.7% drop.
20. In the number of out of borough application we received in 2023 number 1010 with 1258 preference selected, and for 2024, we had 948 out of borough applications who made 1186 preferences.
21. In relation to place planning, all bar two secondary schools are regularly updating their pupil numbers on our management information system. We have roughly 3/5th of primary. This will allow us to have much greater scrutiny when it comes to granular level pupil data.
22. The latest gathering of numbers shows us that in KS1 schools are operating with a PAN of 12407, there are 952 vacancies that is 8% underoccupancy. KS2 has a PAN of 17292 with 949 spaces, that leaves 5%. The secondary phase has 18293 with 447 – 2%

Primary School Vacancies

23. Thirty-three schools have greater than ten vacancies of the 33 schools 17 schools have Reception vacancies greater or equal to ten.

School	Reception Places	Vacancies
Garfield Primary School	60	40
West Grove Primary School	60	29
Capel Manor Primary School	60	22
Honilands Primary School	60	22
Galliard Primary School	90	21
Oasis Academy Hadley	60	18
Raynham Primary School	90	18
Carterhatch Infant School	90	17
De Bohun Primary School	60	17
Houndsfield Primary School	60	17
Delta Primary School	30	15
Our Lady Of Lourdes Catholic School	30	15
Keys Meadow Primary School	60	14
St. James' CE Primary School	30	14
Hazelbury Primary School	150	10
Meridian Angel Primary School	30	10

Prince Of Wales Primary School	90	10
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Data source Enfield Admissions Team 30th Jan 2024

Table 3: 17 Primary Schools with ten or more Reception vacancies

Secondary School Vacancies

24. Nine schools have greater than ten vacancies of the nine schools six schools have Year 7 vacancies greater or equal to ten.

School	Year 7 capacity	Year 7 Vacancies
Laurel Park School	136	42
Bishop Stopford's School	186	30
Lea Valley Academy	150	20
Enfield County School for Girls	186	14
Aim North London	120	13
Oasis Academy Enfield	150	13

Data source Enfield Admissions Team 30th Jan 2024

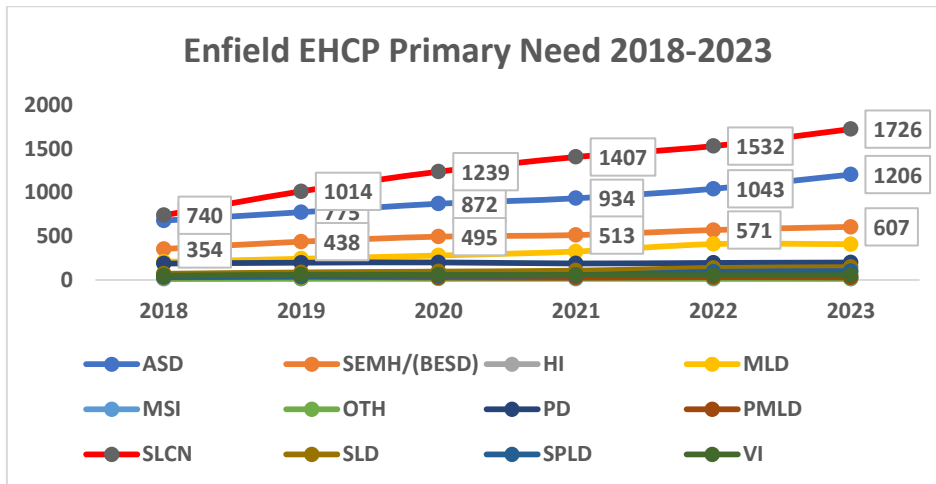
Table 3: Secondary School with 10 or more Year 7 vacancies

25. The 2024 secondary iteration process is well underway. Currently from a starting PAN of 4096 there are approximately 380 vacancies. We currently have 160 unplaced pupils that require LA allocations. Five schools have at least thirty vacancies.

Demand for SEN Places

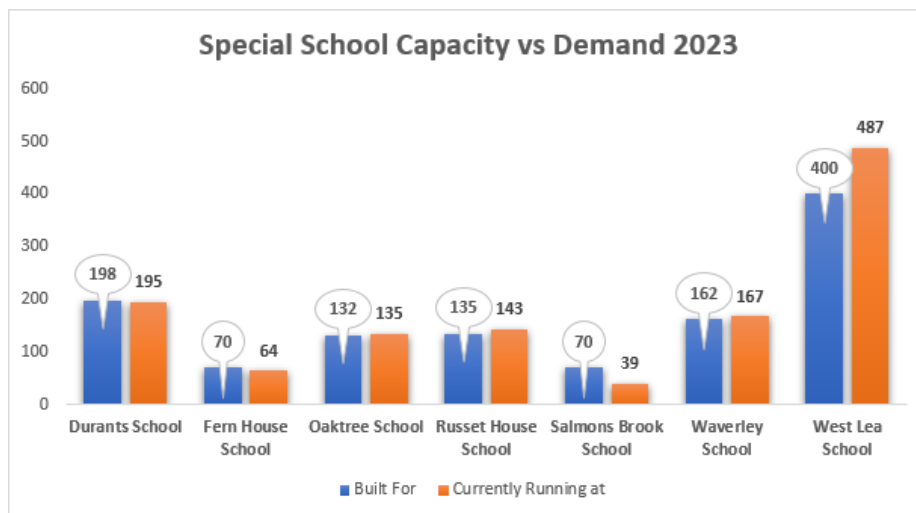
26. Conversely to the decline in the overall pupil population there has been a growth in demand for Special Educational Needs places. In Enfield in 2021/2022 for the SEN 2 February submission, Enfield had 3,931 pupils with EHCPs (Educational Health Care Plans). In 2022/23 year, the number of EHCPs has increased to 4,459, which is an increase of 528 EHCPs on the previous year.

27. The percentage of pupils in schools with an EHCP has increased from 4% to 7.9% in 2022/23 academic year. There is a significant increase in demand for special school places, particularly in the Speech, language, and communication needs (SLCN), social, emotional & mental health" (SEMH) and Autistic spectrum disorder (ASD), which is outstripping available places and putting the Council under pressure to deliver sufficiency of places. The Council's strategy is to expand special school provision, particularly in the ASD and SEMH.



Graph 4: Enfield ECHPs by Primary Need

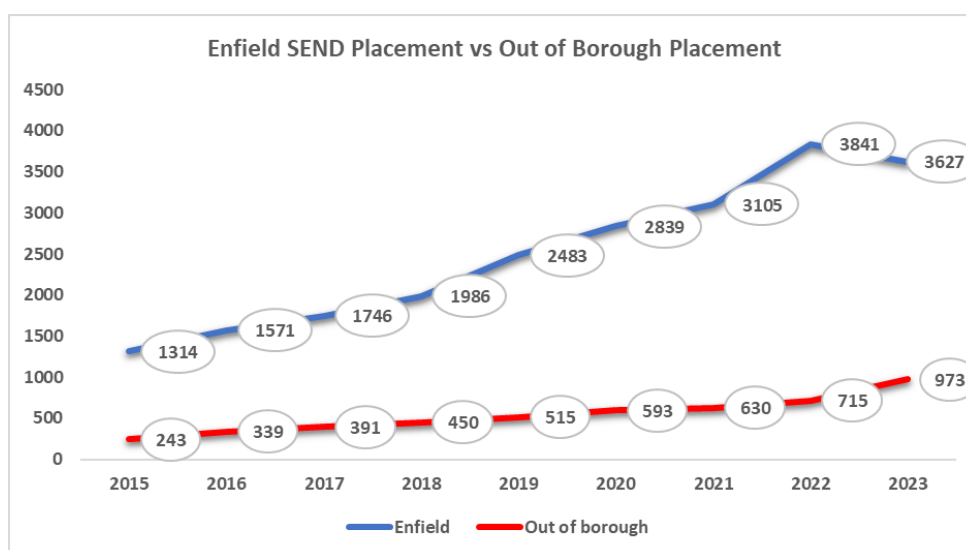
28. The total number of spaces available in Enfield's SEN Schools is 1167. Currently we have 1230 pupil at 105% of the total capacity. Between 2018-2023 we have increased the number of places by approximately 464 (61%).



Graph 5: Special School Provision

29. Continuing to develop SEN provision remains a priority and this is achieved by increasing Additional Resourced Bases and Designated Units and pursuing the principles and objectives of our Inclusion Charter and SEND Strategy.
30. In addition, the 2023/24 School Capital Programme proposed an additional 249 places in new and expended provision.
31. Enfield SEN Service currently commissions 886 places outside of its own borough which is 20% of the EHCP population. This percentage has not changed since the previous year. Of these commissioned places 540 school aged pupils (pre-16). 301 pupils are in post-16 provision with the remaining 45 children in other provision (inc. Alternative Provision, hospital, registered early years settings, etc.).

32. Despite increasing provision within the Borough, the ongoing demand for places has resulted in an increasing need for Out of Borough placements. Supply is not meeting the continuing demand for SEN places.



33. The average cost to the Council for a pupil with an ECHP is circa £13,400. Costs will vary dependent on the level of need. Comparatively, an out-of-borough placement is circa £25.5k pa compared to £11.52k for a place in-borough. Independent special schools cost on average £60,000. In addition, average transport costs are more than twice as expensive for out-of-borough pupils at circa £15.18k versus £7.4k. The estimated total cost to the Council's HNB for the 540 pupils in core provision (nursery and pre-16) is circa £12M.

Summary of School Balances 2022/23

34. School revenue balances at 31 March 2023 totalled **-£1,336k** (including community facilities). An overall decrease in balances of £949k when compared to balances of **-£387k** (including community facilities) brought forward on 1 April 2022. For 2022/23, there were no adjustments to the year-end balances for any schools that had or were planning to convert to an academy or Trusts. Table 1 provides a breakdown across the three sectors.
35. Current calculations indicates that there are 23 schools in deficit (against projected position) as reported at Q2 of 2023/24. However, the position is likely to change by year-end as additional grant funding and funding received for SEND is received. Details of specific deficits are provided in Appendix 2.

Sector	Balances at 31/03/2022 £'000s	% of Budget 2021/22 %	Balances at 31/03/2023 £'000s	% of Budget 2022/23 %	Net Movement in Year £000's
Primary	1,764	1.8	(218)	0.2	(1,982)
Secondary	(3,593)	-5.0	(2,460)	-3.2	1,133
Special	1,442	5.1	1,342	4.4	-100
Total	(387)	-0.2	(1,336)	-0.6	-949

Table 4: School Sector Balances

Sector	2018/19		019/20		020/21		021/22		022/23	
	£'000s	%	£'000s	%	£'000s	%	£'000s	%	£'000s	%
Primary	4,704	4.9	2,766	2.2	3,124	3.1	1,764	3.1	-218	-0.2
Secondary	(6,502)	-10.5	(7,102)	-10.5	(4,795)	-7.1	(3,593)	-7.1	(2,460)	-3.2
Special	939	6.4	1,093	5.2	1,429	6.2	1,442	6.2	1,342	4.4
Total	(858)	0.49	(3,243)	-2.1	(242)	-0.1	(387)	-0.1	(1,336)	-0.6

* These balances exclude schools that have converted to academies for all the years.

Table 5: Comparison of School Balances between 2018/19 and 2022/23

ANALYSES OF BALANCES at 31st March 2023

Primary

- The range of balances has widened from -25% to 9.9% to -37 to 9.1%. This change is of concern because it indicates deficits and surpluses are not narrowing within the acceptable level of 0 – 5% with:
- 35 schools experiencing a drop in pupil numbers from October 2020 to October 2021, of these 22 seeing a reduction in their balances.
- There were 7 schools that experienced either no change or an increase in their pupil numbers during the same period, however reported a reduction in their balances.
- All except one school saw an increase in pupils eligible for free school meals from October 2020 to October 2021.
- 5 schools reported an increase in balance of 1% or above, of these three schools were addressing their deficit
- 15 schools have posted a deficit at the end of 2022/23, of these 7 schools will be posting a deficit for the first time.
- 1 school has posted a surplus of above 5% and £100k. This was reported as part of their Quarter 3 return

Secondary

The range of balances has narrowed and from -42 to 4.6% to -32 to 6.3% with:

- 4 schools experienced a drop in pupil numbers from October 2020 to October 2021 with no reduction in balances because three schools were trying to reduce their deficit position.
- 4 schools that experienced either an increase or no change pupil numbers from October 2020 to October 2021, of these 2 reported a reduction in the balances held.
- All schools saw an increase in pupils eligible for free school meals from October 2020 to October 2021.
- 5 schools reported an increase in balance of 1% or above
- Of the 6 schools that posted a deficit at the end of 2020/21, 3 remain in deficit.

- m) 2 schools reported balances above 5% and £100k, of these only one had reported balances above the threshold as part of their Quarter 3 return.

Special

36. The range of the balances widened from 3 to 8 to 2.4% to 10.7%.

- n) 2 schools reported a reduction in the balances held.
- o) 1 school reported a surplus balance above 5% and £100k. This was reported as part of their Quarter 3 return.

As further data becomes available a more detailed analysis will be carried out.

Council Strategies for Supporting Schools With Financial Deficits

Process Agreed for Maintained Schools in Deficit

37. The process agreed with the Schools Forum maintained schools representatives for the for the Directors of Finance and Education jointly to follow with schools in deficits is as follows:

- (a) To write to all schools in deficit expressing serious concern at this position and requiring the school to produce a deficit reduction plan (if they have not already provided one).
- (b) To offer to schools in deficit and those with significant budget challenges, schools financial management training for headteachers, governors and business managers.
- (c) To write to schools with in-year deficits which are increasing the level of deficit, requiring a deficit reduction plan and informing the school of the local authority's power to take control of the school's budget.
- (d) If the deficit reduction plan does not show that it effectively reduces the in-year deficit over a reasonable time period (usually 3 years), the local authority will issue a warning notice (subject to agreement with the DfE) requiring a governing body to produce an effective deficit recovery plan within a specified time period (usually 4 weeks) If this is not judged satisfactory by the local authority, then the school will lose control of its delegated budget
- (e) Where a school reported a deficit during the financial year, a letter outlining the process agreed with Forum is sent to the schools. Meetings with the school concerned and other schools in deficit are arranged on a termly basis. The meetings aim to support schools in deficit to develop remedial actions to initially achieve an in-year balanced position and then address the historic deficit.

Financial Support for Schools for Maintained Schools

38. During 2022/23, support in relation to financial assessment was provided to schools in deficit by an ESFA Schools Resource Management Advisor (SRMA). The SRMA identified areas for these schools to review and adjust delivery.
39. The SRMA also developed a local financial planning tool based on the Integrated Curriculum Financial Planning (ICFP) methodology. All schools have been asked to complete and forward a report from the tool with their Schools Financial Value Statement (SFVS).
40. An ICFP return has been submitted by the majority of the schools. The returns received have been analysed for data and output quality. This analysis highlights areas of concern and also areas where supported is required.
41. During 2023/24, this work has been further developed by :
 - a) Engaging a School Business Manager (previously a local Lead) to assess and work with schools to deliver their recovery plan
 - b) Ensuring schools submit a cashflow statement and 3-year budget plans
42. As part of the financial transparency requirements, the Authority has previously been contacted by the ESFA to provide a strategic plan for schools that reported deficit balances of 5% and above. The strategic plan outlines the work the Authority has done with these schools and their current projections for achieving a balanced position.

PAN Reductions

43. Officers have been facilitating the consultation of formal reductions of schools' Planned Admission Number (PAN) to permanently maintain class sizes of thirty pupil to minimise small class sizes that would otherwise require additional teachers at a cost to the school budget.
44. Maintained Schools have been encouraged to collaborate with each other to achieve economies through sharing resources and collectively procuring resources to reduce costs.

Future Plans

45. The ESRP reported the position with regard to school place to EMT on 16th January and the process for the ongoing review of the situation. EMT have asked the Director Education to draft a School Places Strategy to forward than how the Council intends to manage the ongoing decline in mainstream pupil places whilst meeting the increasing demand for Special Educational Needs.

46. The Council as an education authority has a duty to promote high standards of education and fair access to education. It also has a general duty to secure sufficient schools in their area, and to consider the need to secure provision for children with SEN.

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Restricted Appendices

Restricted Appendix A - School Occupancy Rates
Restricted Appendix B – Reported School Deficits

Background Papers

None